DOCUMENT RESUME

ED 277 858 CE 046 096

TITLE Action for Learning and Equity: Opportunities for Change.
INSTITUTION National Council of Adult Education, Wellington (New Zealand).
REPORT NO ISBN-0-908754-00-0
PUB DATE Nov 85
NOTE 49p.; Some tables and figures contain small print.
AVAILABLE FROM National Council of Adult Education, P.O. Box 12-114, Wellington North, New Zealand 6038 (Multiple copies: $3.00 New Zealand).
PUB TYPE Reports - General (140)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adult Basic Education; *Adult Education; Continuing Education; Educational Change; Educational Improvement; *Educational Needs; Educational Philosophy; *Educational Policy; Foreign Countries; *Government Role; Government School Relationship; *Lifelong Learning; *Nonformal Education; Postsecondary Education; Social Differences; Social Environment; Socioeconomic Influences
IDENTIFIERS *New Zealand

ABSTRACT

Based on a task force review, this policy paper outlines the state of inequity in education now present in New Zealand and sets forth proposals for action. The report recommends urgent action by the government to realize its concern for policies to address social inequity. The proposals support procedures for developing and implementing educational policy in accordance with the government's commitment to social equity, and social equity criteria for funding nonformal learning initiatives. The document stresses that highest priority must be given to education to meet the needs and aspirations of adults who are underprivileged. As a result of its review of the education system in Aotearoa/New Zealand, the task force also supports the proposal that the education system become part of a coherent social policy in order to offer more than empty promises. Proposals call for an alternative resource process for nonformal education and for partnership in education to include people who are experiencing inequity. The report also describes the context and background of the inequity that is the substance of the proposals. A detailed plan for the development of a system of lifelong learning is presented. The report also contains definitions of terms and references. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED277858

ACTION FOR LEARNING AND EQUITY

Opportunity for Change

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

I B Gallaway

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Report of
The National Council of Adult Education
November 1985

Table of Contents

1 PROPOSAL STATEMENT 1

2 RECOMMENDATIONS 1

3 EDUCATION AND SOCIAL POLICY 2

4 EDUCATION AND EQUITY 5
- 4.1 Context 5
- 4.2 Review 6
- 4.3 Selected Review Detail 7
- 4.4 Education and Interdependence 10
- 4.5 The Place of Existing Provision 11

5 THE CHALLENGE 14
- 5.1 The Steps Taken 14
- 5.2 Proposals for Change 14
- 5.3 Promotion 18
- 5.4 Support 19
- 5.5 Development of Resource People 19
- 5.6 Funding 20
- 5.7 Employment Development 21

6 EXPLANATORY NOTES 22

7 REFERENCES 24

8 APPENDIX 29
- 8.1 The Steps Taken 29
- 8.2 Letters from Dialogue Consultants Ltd 31
- 8.3 List of Written Submissions 33
- 8.4 Government Education Expenditure, 1985-86 37
- 8.5 N.C.C. Programme on Racism, Education Chart 40
- 8.6 Membership of the Task Force 41

ACTION FOR LEARNING AND EQUITY: OPPORTUNITIES FOR CHANGE

"Education is one way in which society ensures the preservation of its class structures. Those who hold power define education — what it is, its content, its methods. They will not tolerate an education system that works against them, so will not accept a true 'education for liberation'. Some reforms are tolerated, though only insofar as they do not threaten the existing power structure.

"Any attempt then, at education for liberation will involve risks — risks of losing our job, our social position, even our freedom.

"Education for liberation is not a subject for a picnic. Freire quoted the Latin American proverb 'Before getting involved please count to one hundred."

From: "Education for liberation and community", two articles by Paulo Freire, published by Australian Council of Churches Commission on Christian Education, November 1975.

A Report to the Minister of Education, Hon. C. R. Marshall,
from the National Council of Adult Education.

Prepared by the Lifelong Learning Task Force.

Published by the National Council of Adult Education,
P.O. Box 12-114,
Wellington,
Aotearoa/New Zealand

ISBN — 0-908754-00-0

November 1985.

Preface

The National Council of Adult Education (NCAE) has a statutory role to assist and advise on the development of adult learning opportunities in Aotearoa/New Zealand.

The Council has a long history of initiating successful projects involving the development of strategies to meet learning needs not met by existing provisions.

The New Zealand Labour Party Education Policy (1984:1) states:

> "All people have a right to an education which allows them to be themselves and to grow to their full potential. Therefore, Labour's policies will be designed to overcome inequalities arising from gender, race, income or environment."

Consistent with this Government's policy, the National Council of Adult Education has a deep concern that there is neither sufficient recognition of the role of non-formal learning. This non-recognition is reflected also in a lack of education policies and resource allocation to enable lifelong learning opportunities, particularly for people experiencing inequity.

The South Pacific Lifelong Learning Conference "Learning For Our Future" 1984 recognised the need for the funding of non-formal education. Immediately after this Conference in September 1984 and the subsequent Policy-Shaping Seminar, the National Council of Adult Education discussed the issue of resource allocation and social equity with the Minister of Education, Hon. C.R. Marshall.

A Lifelong Learning Task Force was established by NCAE to review the current allocation of resources to lifelong learning provision in Aotearoa/New Zealand in line with the Government's social equity policies.

In support of the NCAE Lifelong Learning Task Force, the Hon C.R. Marshall, in a letter to NCAE dated 6 November 1985, wrote:

> "I appreciate the impetus which the recent Conference 'Learning For Our Future' and the follow-up Task Force will give to the whole community education field. I will look forward to receiving from Council a Report on the Task Force proposals in due course."

The National Council of Adult Education endorses the work of the Task Force and acknowledges that new policies which support resourcing of non-formal learning linked with social equity may produce both positive and negative reactions. Council remains committed to promoting educational strategies which contribute to social equity.

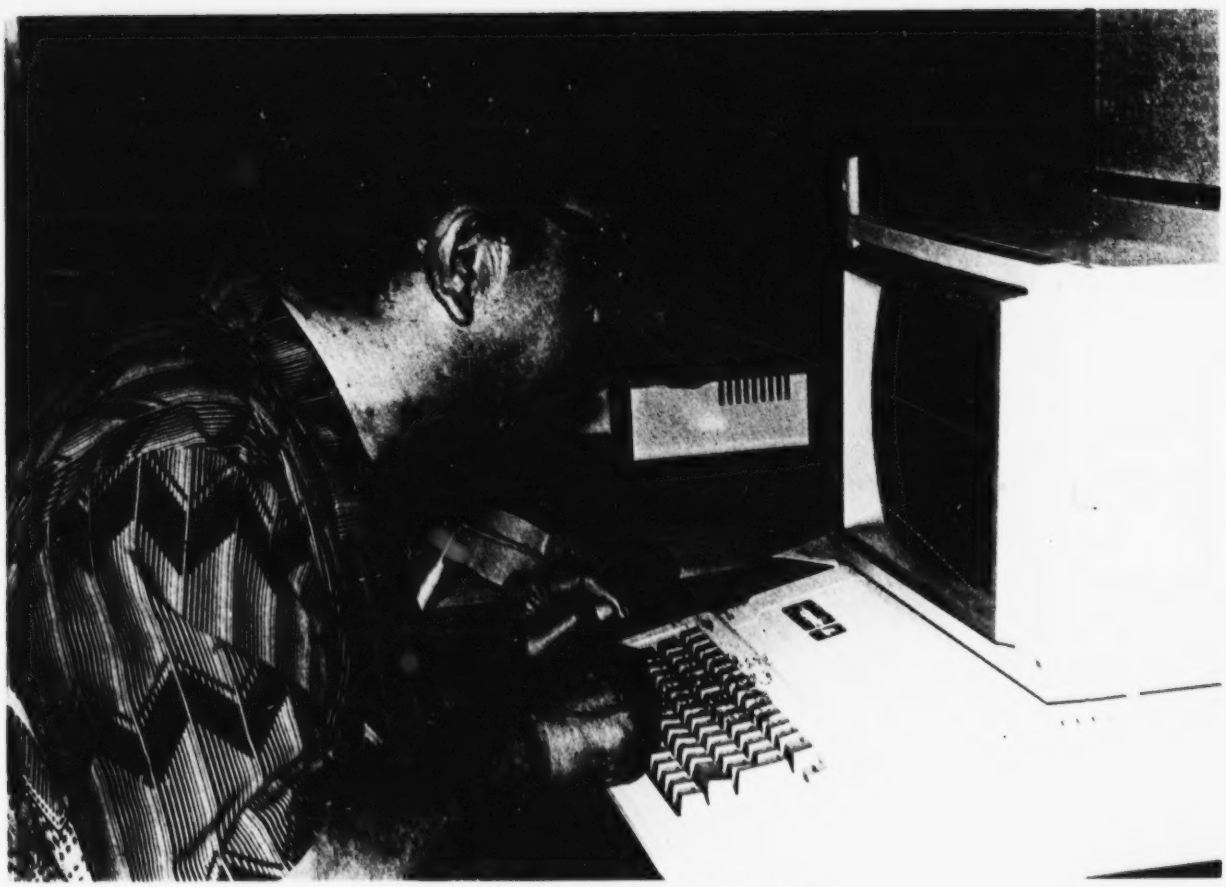
The Report of the Lifelong Learning Task Force outlines proposals which reflect in-depth investigation and discussion with many individuals and groups concerned with social equity in Aotearoa/New Zealand. NCAE believes that the proposals contained in this report will significantly influence attitudes to learning and education, and opportunities for learning and action. The Council believes also that these proposals have a potential to create environments for co-operative development.

The Report recommends urgent action by Government to realise its concern for policies to address social inequity.

On behalf of the National Council of Adult Education, I wish to thank the members of the Task Force for their important contribution, and I anticipate an early response from the Minister.

H. Wooding
Chairperson
National Council of Adult Education

"creating environments for co-operative development"



"non-formal learning and training"

1 Proposal Statement

The National Council of Adult Education and its working group, the Lifelong Learning Task Force, propose that the Cabinet Social Equity Committee negotiate within Government to obtain funds through Vote: Education to support a new channel for funding non-formal learning. The funds would be available for learning activities in accordance with criteria which reflect the Government's commitment to social equity. The criteria would be established by negotiation between the Cabinet Social Equity Committee and the National Council of Adult Education.

2 Recommendations

2.1 That the Chairman of the Cabinet Social Equity Committee establish a working group comprising representatives of the Cabinet Social Equity Committee and the National Council of Adult Education, or their nominees, to determine

- procedures for developing and implementing education policy in accordance with the Government's commitment to social equity,

- social equity criteria for funding nonformal learning initiatives.

2.2 That the Minister of Education establish an additional funding channel through Vote: Education, which parallels block grants to the University Grants Committee and Department of Education funding to technical institutes and community colleges.

These funds should be appropriated for lifelong learning, particularly in the non-formal sector, according to the social equity criteria,

Such funds should include Development and Sustaining Grants.

2.3 That the Minister of Education establish a Social Equity in Education Monitoring Group to note the findings of existing research, encourage further research (particularly participatory research) and advise the Minister on procedures to reduce inequities.

2.4 That, in an effort to achieve the Government's social equity goals, the Minister of Education convene a conference involving government departments and statutory bodies to discuss their role and initiatives in community development, as well as their educational and training strategies.

Note: Legislation is now in train to reconstitute the National Council of Adult Education. For the purposes of this document, the present terminology is used.

"life-long learning opportunity"

3 Education and Social Policy

> "Highest priority must be given to education to meet the needs and aspirations of adults who in one way or another are underprivileged. Determining and articulating such needs present formidable challenges to those engaged in continuing education, and will raise many questions as to the best use of resources."
>
> Hon. C.R. Marshall (1)

The Task Force endorses the Minister's statement on post-secondary education, and notes that the same inequities apply to lifelong learning [1].

3.1 As a result of its review of the education system in Aotearoa/New Zealand, the Task Force also supports the statement by Jack Shallcrass (2):

> "Unless the education system becomes part of a coherent social policy, it will continue to offer hopes it can't fulfil. That they are empty promises may be the secret weapon of the powerful".

The Task Force commends the Government's commitment to policies on social equity, and has developed proposals which it sees as part of a coherent social policy.

3.2 People concerned about lifelong learning opportunities have also acknowledged the need for such proposals, particularly the need for an alternative resource process for non-formal education [2]:

> "Recognising the Government's social equity goals will require the provision of learning opportunities that enable people to understand the personal, economic, social and political realities of their lives ... Such learning will be enhanced when the control of resources, the initiation, management and evaluation of learning are in the hands of members of the priority group (defined as those who are socially and economically vulnerable) itself. This document seeks to begin to address this issue by recommending some mechanism to provide for this." (3)

> "The full involvement of the community in both the planning and delivery of adult education is essential, since adult learning is often most successful as a community activity. The mobilization of the many and various resources of the community should be encouraged and supported by funding or enabling legislation where this is relevant." (4)

Note: numbers in round brackets ( ) refer to entries in the References, section 7; those in square brackets [ ] to entries in the Explanatory Notes, section 6.

3.3 As the Lifelong Learning Task Force's work proceeded, the weight of evidence pointed to the fact that social equity as a concept can give rise to many different interpretations. It is often used to refer to a static, abstract, end state. In practice, it corresponds to areas of tension and conflict, and refers to a dynamic, constantly-changing social reality. Because of this, the Task Force believes it can only be determined, in a way which is meaningful for people experiencing inequity, when those same people are involved in its description and realisation.

> "The full achievement of the Task Force's stated objectives will obviously require the utilisation of insights gained from more substantial and direct dialogue with less 'privileged' people in our 'communities'." (5)

3.4 In a review of Richard de Lone's book "Small Futures; Children, Inequality and the Limits of Liberal Reform", (6) Jack Shallcrass comments that for a hundred years New Zealand has tried to correct social ills such as inequality through the education system without success. He quotes De Lone's argument that social equality is about distribution:

> "not only of money and material goods, but of power, experience, employment, dignity and self esteem".

In referring to that review, Graham Millar (7) refers to the

> "increasing evidence that the Maori people are no longer content to accept that their culture is inferior and that they are powerless to do anything about it. If the ideology of equality has failed, then there is a need for research and action towards a new partnership in education and reform in New Zealand's systems."

The Task Force endorses this need for partnership, and believes that partnerships must include people who are experiencing inequity.

> "The difficult task for the Task Force seems to be to reconcile the need for decisions and accountability in the formal sphere, with genuine sensitivity to the initiative and energies of people at local levels." (8)

3.5 The Task Force recognised the importance of learning opportunities which lead people to interdependence (see section 4.4) through social understanding and co-operative development. As Margot Roth stated:

> "Education for individual self-improvement and achievement makes little or no contribution to social change - unless, that is, it is clearly related to showing how and to whom power and privilege are distributed in New Zealand and how the individual is unlikely to overcome discrimination in the long term without a commitment to a collective plan of action". (9)

3.6 A recent position paper of the Inner City Ministry "Social Equity in New Zealand" (10) concludes that:

> "... there is an urgent need to rethink the role of the State"

The paper refers to an implicit theme of Alf Kirk's report (11):

> "... the way in which state activity has been utilised for the benefit of the rich in ... the fact that our education system is producing a new elite."

3.7 When referring to "continuing education" as the "accepted term" in Aotearoa/New Zealand, the 1980 Unesco Working Party (12) suggests that such a

> "... broad definition can, however, obscure a key fact. New Zealand governments continue to give very slender resources to some types of continuing education while others flourish. The most neglected areas fall within the Unesco definition of 'adult education'. The best-provided (higher education and initial vocational training) are excluded from it."

The Task Force acknowledges these matters as they relate to social policy, and seeks to address them directly in its proposals.

4 Education and Equity

4.1 Context

Considerable research in New Zealand has shown that while, technically, equality of access to educational opportunities exists, there are wide discrepancies in the ways in which these opportunities are utilised. At all phases of lifelong learning, identifiable groups, primarily those in lower socio-economic and minority cultural groups, and under-represented.

4.1.1 Barney (13), for example, found in 1975 that among pre-school children there was:

> "(1) over-representation in pre-schools from families at the upper end of the SES (socio-economic status) scale,
> (2) reasonably equitable representation of the middle groups, and
> (3) under-representation from the low SES groups."

4.1.2 A more recent (1985) Department of Education study (14) showed that although the proportion of New Zealand children attending pre-school had increased, both mothers' and fathers' ethnic origin was significantly related to attendance (it was highest for children of European origin). Likewise, for four-year-old children, attendance was significantly related to fathers' and mothers' occupations and household income. Again, children from higher income families had greater attendance than those from families receiving lower incomes.

4.1.3 A 1984 survey of nearly 2500 school leavers in Christchurch by Lauder (15) suggested that little genuine equality of opportunity existed. In fact, inequality was associated with class background. While only 13 % of children from a working class background entered the senior secondary school levels, 51% of those from an upper socio-economic class background did so.

4.1.4 Participation patterns in universities even more clearly show the low proportion of students from working class backgrounds. At the University of Auckland, for example, a 1984 study by Jones (16) concluded:

> "Students who enter university come from disproportionately high SES backgrounds.

4.1.5 In non-credit programmes in universities, Boshier in 1971 (17) and Horton in 1976 (18) found working class people considerably under-represented. Conversely, participants attending programmes covered by these studies were from predominantly professional and managerial occupational households, and had already experienced years of schooling above the national average and were pakeha. The 1977 Christchurch survey (19) of adult learning activities confirmed these findings. Benseman's survey (20) further illuminates these points.

4.1.6 The Task Force accepts Lauder's conclusion that a significant challenge is to construct an educational system which actively redresses existing inequalities in New Zealand Society.

4.2 Review

4.2.1 In order to critically examine the factors contributing to social inequity, the Task Force not only attempted to identify barriers to social equity, but also factors which contribute to empowerment and consequent power sharing in the educational context. The review included:

- The examination of recent initiatives, funding schemes and responses made by a number of Government Departments to social issues;
- Community development initiatives and practices;
- Utilisation of monies from Vote: Education for community and continuing education;
- The education system;
- Attitudes to and attempts at futures planning;
- The way decisions are made and policies are developed;
- Participation/non-participation by people who are experiencing inequity;
- The potential for deskilling [3] and dehumanising associated with growth of specialisation and training;
- The trend to fragment training and to remove it from its social context.
- Attitudes inherent in the welfare and service mode, which encourage dependency relationships;
- Apathy and culture of silence [4]
- Structural violence [5];
- Victimisation by labelling [6];
- Opportunities for learning and their relationship to change in adulthood;
- The relationship between autonomous development, accountability and Government resources;
- Community resource building;
- Conflict and antagonism in relation to social change;
- Issues concerned with co-operative development;
- Sustaining processes beyond the provision of seeding money;
- Affirmative action;
- Cross-cultural communication and perspectives;
- Training and support for adult educators and community workers;

4.2.2 The Task Force's review process highlighted the tensions inherent in value clashes (21) between co-operation/ competition, interdependence/individualism, power sharing/ control, biculturalism/multiculturalism etc. These tensions are seen to be addressed to some degree by the Task Force's proposal to establish an additional funding channel for autonomous learning initiatives (see section 2).

4.2.3 During the review, pakeha members of the Task Force recognised that the issues of equity are more clearly seen by non-pakeha people, whereas responses from pakehas are complex and likely to be individualistically perceived. Dialogue Consultants report that:

> "Our analysis has suggested that the concept of community which is employed most widely in submissions owes a lot to an underlying 'individualistic' ethic which is an integral part of New Zealand Pakeha cultural tradition. Learning interests 'in the community' are conceived largely in terms of interests of individual people. In many cases, "community activities" are little more than aggregates of individual activities, with more or less degrees of co-ordination" (22).

4.3 Selected Review Detail

4.3.1 Many schemes have been initiated in recent years to assist community development and provide resources for local initiatives. Among these were:

CEIS - Community Education Initiatives Scheme
CHIFS - Community Health Initiatives Fund Scheme
Tu Tangata
Internal Affairs Recreation and Community Development Scheme
Lottery Board Funding schemes
Mental Health Foundation grants
QEII - Queen Elizabeth II Arts Council grants
NCAE - National Council of Adult Education
Grants-in-Aid

The Task Force examined these in order to look at the delivery style, accountability procedures, and the enabling and control mechanisms which affect social equity in the educational context.

4.3.2 Some positive aspects of these schemes included:

Local determination	- CEIS (23)
Easily contracted agreements	- CHIFS (24)
Local decision-making and accountability	- Tu Tangata
Availability of substantial grants	- Lottery Board
Quick processing of funding applications	- Mental Health Foundation
Regional co-ordination and recognition of a broader definition of learning	- QEII
Encouragement of initiative and acceptance of risk	- NCAE Grants-In-Aid

4.3.3 Other provisions and proposals which were considered included:

Funding proposals suggested by participants at the "Learning for Our Future" Conference
Technical institutes and community colleges

Extension programmes through schools (evening and day classes)
University extension programmes
WEA - Workers Educational Associations
REAP - Rural Education Activity Programmes
VOTP - Voluntary Organisation Training Programme

4.3.4 The Task Force found that there were significant factors relating to issues of social equity and social inequity already present in the makeup of many schemes. Important factors were:

- the ways decisions are made - who makes them, when, and at what level;
- the level and nature of support available
- the criteria for allocating funds
- the role and attitudes of government officials
- the recognition of enabling learning processes

4.3.5 These factors were considered in relation to the Community Education Initiatives Scheme, which is regarded (25) as innovative and experimental as a "preventive approach" pilot project. The Task Force noted, however, limitations in its scope, partly due to the lack of resolution of key concepts (see 4.3.6) and partly relating to the furthering of autonomous equity-related developments. These limitations include:

- No new groups emerged in CEIS communities (26)
- Government implantation - the labelling of "problem" communities
- lack of support for "animation" [7] and liaison, goal-setting and decision-making
- the role of Government department officials, as gatekeepers (27)
- lack of access to ongoing funding
- accountability through research by outside experts
- the relationship between seeding, risk, development and sustained action.
- lack of power-sharing:

"If we really want to move to this passing to local people of an increased amount of power over decisions as to what effects (sic) them in the administration of central Government agencies, we have got to recognise the strength that the central machine has, just in the way it is structured. The normal pattern is for the resources and the power and the decisions to come from the centre. The amount that is actually being handed over to a decision by the local group in CEIS is a very small amount comparatively." (28)

4.3.6 In analysing the definition of key concepts, Dialogue Consultants (29) suggest there are

"some very fundamental questions of control and definition which remain unresolved, concerning the basis for lifelong learning policy and programmes in New Zealand ... We are not meaning only that different people use these words to refer to different things.

Rather we mean that in some cases the concepts themselves have complex and ambiguous connotations... these ambiguities can be resolved through careful attention of who is or might be ascribed authority to identify, decide and define the terms in which lifelong learning activities are initiated".

4.3.7 The Task Force's review indicates that present structures (see 8.5) do not readily allow a partnership in education between planners on the one hand and people who are experiencing inequity on the other. An education policy in line with the development of social equity would have to respect such a partnership and be supported by other policy developments.

4.3.8 Task Force members recognise that the issues of inequity are not resolved by helping individuals in traditional welfare and service ways. Rather, they are to be addressed by learning processes which enable the autonomous development of the individual's or group's initiative. As Ngoi Pewhairangi argued (30):

"leave planning, decision making and execution of projects in the hands of the local people, with outside resources and assistance available when called for".

4.3.9 The Task Force constantly avoided promulgating the concept of "disadvantage" by labelling [6] and, therefore, avoided the use of terms such as "target", "disadvantaged" or "at risk", or a problem-solving analysis which produces "victim" mentality.

"It is important to note that terms in which 'disadvantage', 'inequality' , and 'equity' are usually defined and measured are the prerogative of the 'more advantaged'." (31)

4.3.10 The Task Force gave considerable attention to the implications for Maori (see 8.5) and Pacific Island people, of implementing the proposals and recommendations in this report (see 8.1.7 and 8.1.8).

4.3.11 Members recognised that people experiencing inequity may hold attitudes to lifelong learning opportunities which are limited by their experiences of formal education.

"It seems generally accepted that this mode of learning activity has its place, but it is also widely felt that it tends almost inevitably to be disadvantaging to some individuals and social groups." (32)

The promotion of an understanding that learning is lifelong and participatory is therefore essential. Dialogue Consultants report (33) that:

"Most submissions actively supported the Task Force view that non-formal life-long learning offered much scope for redressing ... imbalances".

4.3.12 The Task Force's review of existing resource allocation indicates (see 8.4) that only $2,019,000 (0.106%) is allocated to CEIS, REAP, Community Learning Centres and Pacific Island Advisory Services, and $631,000 (0.033%) to all other community education, out of a total Vote: Education appropriation of $1,901,520,000 in the 1985-86 Estimates of Expenditure.

4.4 Education and Interdependence

4.4.1 "Traditional education in the industrial age has learners gaining skills, ideas and information from teachers. Significant alternatives involve educational processes where groups of people take control of their own education and share in a process of collective learning where each person adds to the skills, ideas and information of the whole group. This does not preclude the use of outside resources - books, libraries, data networks, distinguished scholars or respected elders. It does however separate the tasks of controlling the process and providing the information: those who provide the information do so in a way that is controlled by the group; they enter the process as guests not experts" (34).

During this alternative process, interdependence in learning is developed.

4.4.2 There is much more to people's learning than programmes for individuals. People are immersed in a web of social relationships, from which they learn and to which they contribute. In practice, individuals learn across the whole spectrum of formal, nonformal [2] and informal education throughout a lifespan, and are involved in the collective effects of that learning.

4.4.3 The Task Force is, therefore, convinced that a comprehensive understanding of the meaning of the term "lifelong learning" must also include consideration of the wider issues of interdependence at all levels. Interdependence can either be reduced or enhanced by adult educators and community workers in adult education organisations and institutions, community organisations, local authorities and government departments.

4.4.4 The task of justifying funding for lifelong learning cannot, therefore, rely upon measurement of the benefits to individuals, of specifically targeted programmes alone. Equally, it depends upon a recognition of interdependence, and the fact that neglecting or denying this dimension contributes to social tensions and conflicts.

4.4.5 Therefore, in order to serve the cause of social equity some new evaluation processes must be developed. The Project Development Service (see 5.2) is intended to be part of a mechanism to enable alternative evaluation and accountability procedures to emerge, which recognise this interdependence.

4.4.6 Such recognition may do much to address the fact that:

"Common to ... concerns for training and promotion seems to be the assumption that some categories of people (corresponding approximately to those who are disadvantaged) are lacking in power to promote their own interests." (35)

The Task Force believes that lifelong learning which leads to greater social equity must recognise this interdependence and be able to assist people and groups to:

- develop their own leadership and ability to speak for themselves,
- openly face issues of belief and ideology,
- start at the point where they themselves identify interests, issues and problems,
- help them create change,
- assist them to affirm and identify their own systems of accountability.

4.4.7 The Task Force recognises that while such assistance is necessary, it is not sufficient to achieve equity. Therefore, the Task Force proposals include guidelines for action, aspects of promotion, support and training, and the need for negotiated social equity criteria.

4.5 The Place of Existing Provision

4.5.1 Some attempt has been made by the Department of Education to set guidelines in technical institutes and community colleges, by setting the following priorities for courses that promote social equity:

- overcoming inequalities such as gender, ethnic origin and environment,
- assisting disabled people into normal working environments,
- meeting the needs of diverse cultural communities of N.Z.,
- providing access to living, recreational and life-fulfilment programmes.

4.5.2 The Task Force acknowledges the value of such guidelines for determining priorities of access for individuals to existing formal learning opportunities, as part of an individual's access to lifelong learning. Along with these official guidelines, however, there could be (as was acknowledged in the 1985 Trade Union Education Task Force report (36)), expectations that resources would somehow "trickle down" to those not participating in formal education. The Task Force believes that, in reality, this is unlikely to happen to any major extent, especially to those who are experiencing inequity.

4.5.3 Industrial and commercial training programmes are generally not designed to elicit understanding of the many separate issues related to social equity/inequity, or to

provide learning opportunities which respond to the broad range of people's needs. Not only should this trend be redressed, but resources must be made available to elicit such understanding and to provide for this broad range of needs.

4.5.4 Awareness of disadvantage is often translated into "fixing up" the perceived inadequacies of individuals, an approach which presupposes that it is individuals who are inadequate. Such remedial courses, specifically directed at individuals to enable them to overcome "their problem", can give rise to a "blame the victim" approach, unless complemented by other learning opportunities which are focussed on the relationships between individuals, between individuals and institutions, and all of society.

> "... aims to establish equity policies for lifelong education in New Zealand must be based on an analysis of the structures which maintain existing inequities. Such an analysis should expose and clarify (a) the root causes of inequity and (b) the limited though not insignificant contribution which could be made through education to the creation of a more equitable society."(37)

4.5.5 Many people experience difficulties, "hard times", "problems", un-ease of one form or another in their lives, without being able to recognise clearly what they are suffering and without being able to express themselves in an articulate way. The Task Force sees these people as the "silent majority" whose "apathy" may be better described as a "culture of silence" [4]. Society at large often does not know about their conditions. Such situations often lead to despair and various forms of violence. For this reason we feel that it is essential that supportive and sensitive "animators" be available to work with people and groups experiencing inequity.

4.5.6 Determining and articulating the needs of people experiencing inequity requires the recognition that lifelong learning is already the responsibility of both government and non-government organisations. The analysis of the verbal and written material collected by the Task Force in response to its discussion document "Equity Policies for Lifelong Education" (38) stresses how important it is to recognise as well, ***the responsibility of many less-formal groups. Those groups which include people experiencing inequity need to be acknowledged and treated as responsible organisations in their own right, capable of determining and articulating their own needs and of creating solutions of their own to satisfy those needs.***

4.5.7 The proposals in this report aim to encourage and facilitate co-operation between governmental and nongovernmental organisations and other groups, as a necessary precondition to the development of lifelong learning in line with policies of social equity. Through such a practical process, the multitude of different

circumstances of people experiencing inequity can be weighed and discussed. In the past, policy has tended to be ad hoc and lacking coherence. The process proposed avoids many of the difficulties that are usually encountered in assessing who is benefitting from lifelong learning opportunies. Thus it should be possible to keep the challenge more clearly in view. This challenge is to enable people to work together, to gain greater control over their own lives, and to redress the inequities that exist in society, in terms of more equitably sharing power and resources.

5 The Challenge

"The next two or three years will be critical here (in Aotearoa/N.Z.) ... we must come to see that dominance over people is replaced by power with and for and that hierarchical thinking is replaced by equity" - Charmaine Pountney (39)

5.1 The Steps Taken

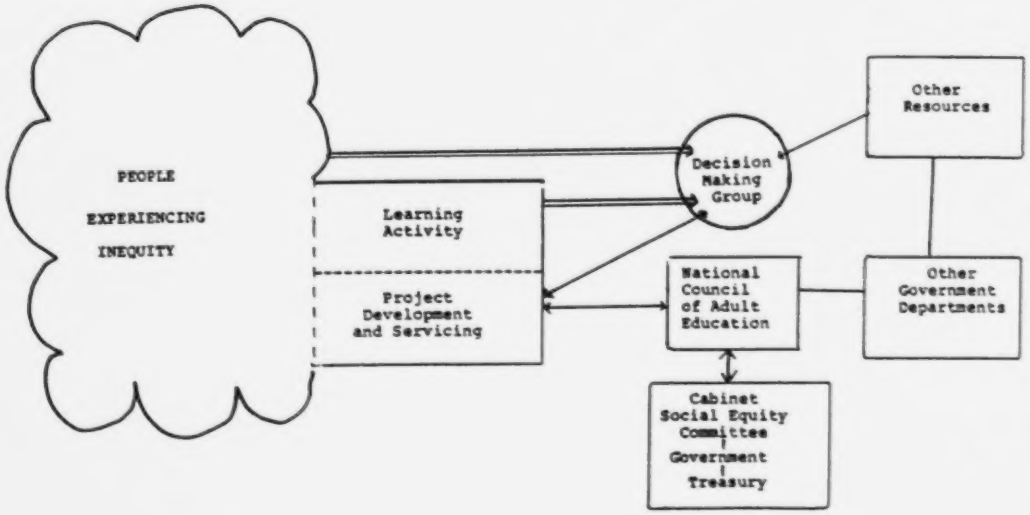
Recognising the inequity described in the previous sections, and the theme that was constantly addressed at the South Pacific Lifelong Learning Conference "Learning For Our Future", NCAE took the initiative and established this Task Force to make proposals for the reallocation of educational resources. The way in which the Task Force developed its proposals involved widespread consultation, and is described in detail in 8.1. The Task Force acknowledges that Aotearoa/New Zealand faces many social and educational challenges.

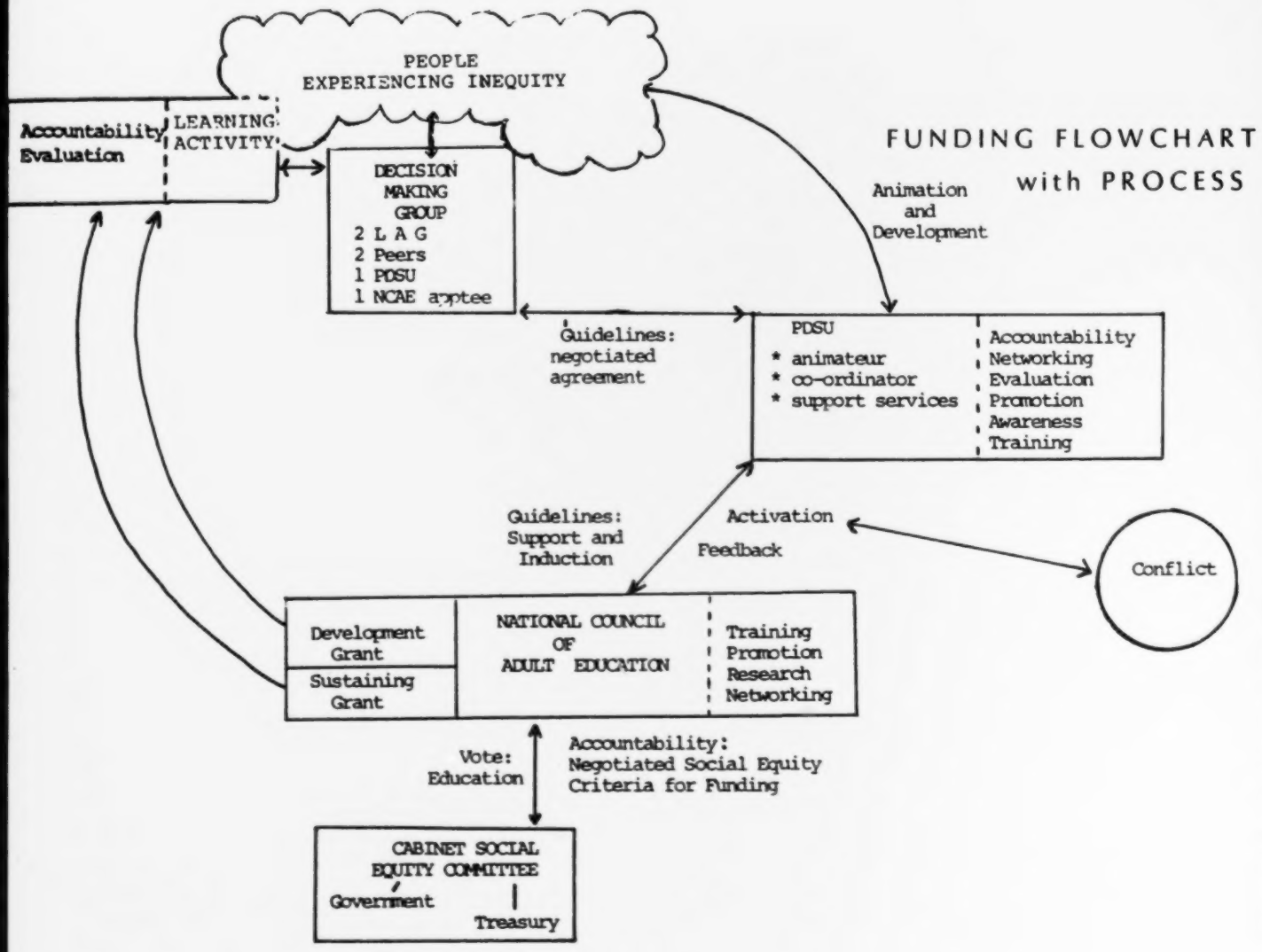
5.2 Proposals for Change

5.2.1 The recommendations for the development of lifelong learning in line with the Government's policy on social equity recognise these matters, and address them directly. The development is outlined in the following diagrams:

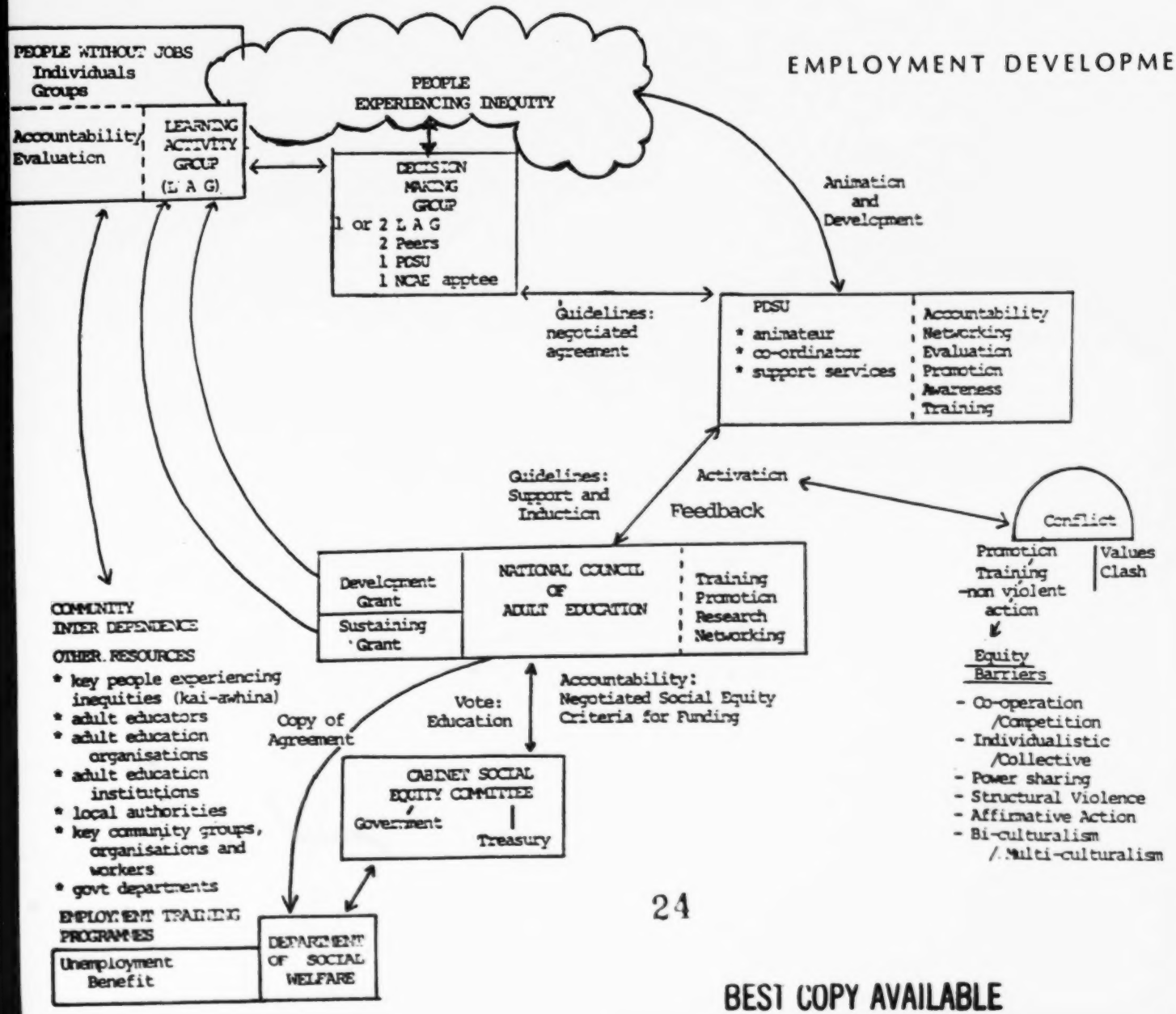
PROPOSALS FOR CHANGE

FUNDING FLOWCHART




PEOPLE
EXPERIENCING INEQUITY
Accountability
Evaluation
LEARNING
ACTIVITY
DECISION
MAKING
GROUP
2 L A G
2 Peers
1 PDSU
1 NCAE apptee
Animation
and
Development
FUNDING FLOWCHART
with PROCESS
Guidelines:
negotiated
agreement
PDSU
* animateur
* co-ordinator
* support services
Accountability
Networking
Evaluation
Promotion
Awareness
Training
Guidelines:
Support and
Induction
Activation
Feedback
Conflict
Development
Grant
Sustaining
Grant
NATIONAL COUNCIL
OF
ADULT EDUCATION
Training
Promotion
Research
Networking
Vote:
Education
Accountability:
Negotiated Social Equity
Criteria for Funding
CABINET SOCIAL
EQUITY COMMITTEE
Government
Treasury

EMPLOYMENT DEVELOPMENT



BEST COPY AVAILABLE

The above diagrams illustrating the proposals for change are explained below:

5.2.2 The flow of money from the Cabinet Social Equity Committee via Vote: Education to NCAE is the proposed additional funding channel (see 5.6.1), according to social equity criteria.

5.2.3 As part of the accountability process, NCAE will negotiate with the Cabinet Social Equity Committee in order to set guidelines, and will therefore have a buffer role between the people experiencing inequity and Government.

5.2.4 The guidelines established according to these social equity criteria will be used to develop promotion (see 5.3), support (see 5.4), and training (see 5.5), as well as to allocate funds (see 5.6). As these activities continue, the Project Development Services emerge.

5.2.5 NCAE will not make decisions on the allocation of funds to learning activities, but will carry out servicing and recording functions. NCAE will also initiate research, particularly in the area of criteria for social equity and the work of Project Development Services.

5.2.6 NCAE's statutory obligations in training, promotion, research and networking are essential activities to be developed within the context of these proposals.

5.2.7 The "people experiencing inequity" may be isolated and wish to have support, in order to be assisted to set goals and utilize resources. The process of "animation" [7] may be appropriate where "apathy" - "culture of silence" [4] exist, so that people come together to share and discover their mutual concerns and interests. Those people then become engaged in a learning activity which may require further resources or assistance.

5.2.8 The people engaged in a learning activity then become involved in the decision making process. Support for goal setting and project development is available from resource people, as part of their Project Development Services role. These resource people are also available to assist in devising methods of accountability and evaluation. Other resources reflecting community interdependence are of importance in this decision-making process.

5.2.9 A decision-making group is formed, comprising:

- two members of the learning activity
- two peers (trusted people nominated by those involved in the learning activity)
- one person, either the coordinator or "animator" from Project Development Services
- one person nominated by NCAE, in consultation with the learning group, who has an independent view and empathy for development processes.

5.2.10 When an agreement on support, appropriate resources, evaluation procedures, and networking is reached, the Project Development Services ensure that a form of agreement is signed by all parties. If funding is required, a copy of the agreement is forwarded to NCAE to enable the money to be sent to the learning activity.

5.2.11 The proposals include two types of grant, available after agreement is reached, within the constraints of budgeted funding through the additional funding channel:

- Development Grants - which support autonomous initiatives,
- Sustaining Grants - which are available by negotiated agreement, when further financial support is needed for a period of time, to develop, extend or sustain successful initiatives.

5.3 Promotion

5.3.1 The promotion of lifelong learning concepts, and of the availability of resources for autonomous initiatives in learning activity, is an important part of dealing with the negative effects of past schooling and of suggesting new options.

5.3.2 The Task Force proposes that an "animation" process [7] be initiated to encourage learning activity before promoting other areas of activity of the Project Development Services. Where "animation" is already available, other aspects of the Project Development Services can appropriately be promoted by NCAE, according to the established guidelines (see diagrams, 5.2.1).

5.3.3 In order to encourage new learning activities, promotion at the national level must be undertaken, to ensure that the additional channel of funding and support is publicly understood. Promotion at the local level will involve support of initiatives and of network development, both by people experiencing inequity and by people working in and with the Project Development Service.

5.3.4 In the longer term, promotional efforts will need to respond to analysis of the range of barriers to social equity. The Task Force recognises that conflict arising from values clashes inherent in such equity barriers (see diagrams, 5.2.1) can particularly affect the activation of the Project Development Services.

5.4 Support

5.4.1 The Task Force recognises, and emphasises, the importance of supportive human interaction in development for change. The notion of support embodies care, empathy, challenge, guidance, "animation", goal clarification, listening, evaluation and feedback.

5.4.2 The support provided by the Project Development Service will assist the learning activity and the decision-making group to develop evaluation procedures and negotiated agreements.

5.4.3 NCAE will need to develop support for the Project Development Service personnel and for other people who will be involved in support services. The Task Force proposals acknowledge that people who participate in such support services will come from three main groups:

- those who are in paid employment in the adult education field,
- those who are in paid employment in other fields,
- those who are actively involved, but who are not in paid employment.

Participation by all these people needs legitimation. It is recognised that legitimation of the third group will need considerable sensitivity, to avoid forcing inappropriate change, particularly in the area of "animation", in the nature of their involvement.

5.4.4 Support includes the provision of training opportunities, the encouragement of networking, and the setting of negotiated social equity criteria and guidelines to enhance autonomous initiatives. Evaluation and research will be necessary aspects of this support.

5.5 Development of Resource People

5.5.1 The proposals for change include a significant emphasis on the development of resource people. This emphasis arises from the Task Force's view that training opportunities will need to be provided to enable those working in the Project Development Service and other areas of non-formal learning, to:

- enhance social awareness of the structures (economic, political, social and ideological), which maintain existing inequities.

- enable and recognise key local resource people from among the people experiencing inequity, and their important role in "animation".

- raise awareness among people already committed to working in the field of social equity and change.

5.5.2 In general, the Task Force considered that the report to the NCAE on training of continuing educators (40) is a valuable basis for development of resource people. That report recognises different levels of experience, which the Task Force sees as appropriate. It recognises that people from Government departments and voluntary organisations, as well as less formal groups, may wish to

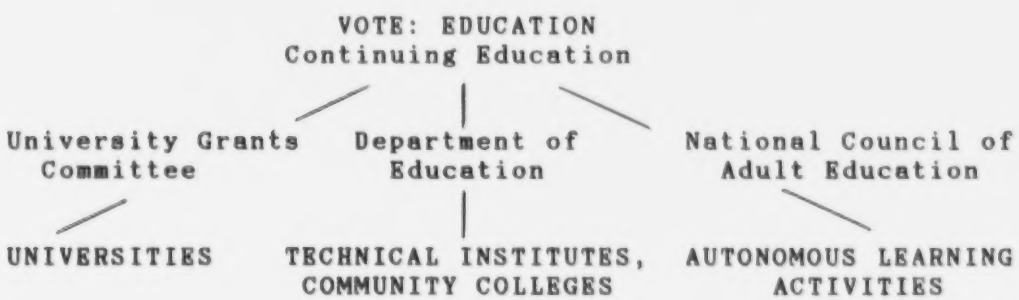
be involved in learning and change efforts. Training opportunities will need to be available, nationally and regionally, depending on areas of involvement.

5.5.3 Paid Educational Leave is seen to be a necessary prerequisite for many people's participation in these training opportunities. The Working Party Report on Paid Educational Leave (41) provides a mechanism for paid leave, for trade union education, but the amounts of leave recommended are minimal. To enable learning activity by people in the workforce, the Task Force believes more generous leave provisions are required. While it is appropriate that work-related education should be subsidised by the employer, further community/state funded provision should be introduced to cover other areas of learning, and should be available to every individual, regardless of their status in life.

5.5.4 Such provisions should avoid discrimination against people in the lower socio-economic range. For example, the Working Party Report provides for paid leave under the statutory holiday formula. This provides a lower rate of remuneration for a wage worker (i.e. no allowances) than it does for a person on a salary. This form of discrimination disadvantages lower-paid groups.

5.6 Funding

5.6.1 The diagram below shows how Government funds would be channeled to complement existing resources allocated through Vote: Education:



5.6.2 Social equity criteria for funding will result from negotiation between the Cabinet Social Equity Committee and NCAE.

5.6.3 As a result of such negotiations, guidelines for funding of learning activity will be provided to the Project Development Service.

5.6.4 Both development and sustaining grants will be available to fund learning activity (see 5.2.12).

5.6.5 Research initiated by NCAE and others will complement

local evaluation procedures and provide accountability to Government.

5.7 Employment Development

5.7.1 The Task Force was aware that a large sector of the people experiencing inequity are those without paid work. It was also aware that a variety of initiatives have been undertaken, both by local groups and by Government, to deal with this situation. The Task Force believes that "initiative from the people themselves", in the development of learning activity, can be applied to the development of employment. Job creation, job opportunity and new work options could result.

5.7.2 The process which is contained in the Task Force's proposals can be utilised by people without paid work (see diagrams, 5.2.1), when difficulties relating to unemployment benefit payments can be overcome. In order to overcome such difficulties, the Task Force proposes that:

- When the decision-making group meets, it may comprise an individual or members of a group with a learning/employment related initiative which needs support.

- When an agreement has been signed and forwarded to NCAE for payment of development or sustaining grant, NCAE could forward to the Department of Social Welfare, a copy of that agreement.

- The Social Welfare Department would then discontinue the unemployment benefit, provided the grant involved immediate wage or salary payments to individuals involved.

5.7.3 The Task Force envisages that this part of the proposal will:

- remove "dole stigma" and associated limits to education

- provide alternative options to employment training programmes (41), e.g. Access (43)

- provide an option for independent, work-related learning/ training needs, particularly co-operative developments enhancing interdependence.

5.7.4 Finally, the Task Force envisages that there will be savings in benefit payments. Of equal importance is the establishment of a supportive process for initiatives in learning and development, thus filling a gap in existing provisions.

6 Explanatory Notes

1 Lifelong Learning

The Task Force believes that quality lifelong learning opportunities are needed, in these times of social and economic change. Learning as a lifelong activity encourages individuals and groups to use all possible sources in society, to acquire new skills and to develop attitudes, interests and talents according to needs and circumstances.

2 Non-formal Learning

Non-formal learning occurs in a variety of settings. It differs from informal learning in that it is initiated by members of the community perceiving a learning need. Non-formal learning remains under the control of the participants.

3 Deskilling

The growth of specialisms, and the consequent fragmentation of jobs has meant a reduction in the range of skills and knowledge required to perform in the job situation. The skills required are prescribed by the demand for efficiency and productivity. Training for the individual becomes reduced in its scope, and is narrowly geared to the acquisition of highly specific skills.

Consequently, people have less control and fewer choice options when training is reduced in its scope. Many competencies are not recognised, and previous skills are perceived to be less relevant/useful. As a result, people can feel an overwhelming sense of a lack of expertise. This process can be called deskilling, and gives rise to a dependence on specialists, and/or a feeling that people are learning more and more about less and less.

4 Apathy - Culture of Silence

There is apparent "apathy" among people. They tend to feel it is not possible to change "the way things are", even if they resent their own circumstances. The Task Force sees these people rather as "the silent majority", whose "apathy" may be better described as a "culture of silence". This "culture of silence" reflects a lack of confidence in the person's capacity to create anything of importance, and downgrades what counts to them as important. In the written responses to the Task Force's discussion document "Equity Policies for Lifelong Education":

> "The power of creativity was not chosen by most ... this pattern of responses ... is in our research experience, a common one in New Zealand social problem and policy situations, (because of this) we feel it is important to give some critical attention to the role of institutions generally." (44).

5 Structural Violence

A wide range of structures and institutions exist in society, e.g. family, the marketplace, health, welfare and education services. When we talk about structural violence, we refer to the ways in which existing institutions and structures distort reality, stunt human growth, and impose solutions to problems without allowing for individual initiative. Structural violence occurs when people feel unable to be involved in taking initiatives for change, including change to structures and institutions.

6 Victimisation by Labelling

Labels are usually provided by people other than those who are being labelled. "Target" groups, the "disadvantaged", "at risk" labels can produce a "victim" mentality in the minds of the people being labelled. Once people or groups have been so labelled, they can easily become the "victims" of other people's "solutions".

7 Animation - Animator

A person who stimulates others to action. A person who "listens" to expressions of need, want or desire from individuals and groups however these expressions are conveyed (e.g. verbally, body language). These "expressions" are "re-worded" and fed back to those making them, in an ongoing dialogue which leads to a greater understanding of "our place in the world", i.e. greater understanding of the cultural, social, economic, physical and political forces interacting within "our" environment and how these serve to limit (control) or enhance our quality of life. An animator does not take action on these forces independently, but through the ongoing dialogue and ongoing interpretation and reinterpretation of the world, s/he enables people - collectively to act (animated) on their environment and so control (own) those changes which they see as necessary to positively change the quality of their lives. The animator's role is, therefore, one of assisting in clarifying and subsequently participating in discussions regarding appropriate action, reflection on that action, and consequent new action, i.e. enabling the action/reflection process to continue so that new learning leading to further action and change occurs.

7 References

1 Marshall, Hon C.R., Address to the Executive, NZACCE, 19 Feb 1985.

2 Shallcrass, J., N.Z. Listener vol 95, 23 August 1980.

3 Immediate Policy Directions in Community and Continuing Education, Report of meetings called by the Minister of Education, Wellington 1985.

4 Creevey, P.R., Adult Education and Development, Report of Unesco Regional Seminar on Adult Education and Development in Asia and the Pacific, Bangkok 1980, NCAE Wellington 1981 p 15.

5 Dialogue Consultants Ltd, Lifelong Learning; A Review and an Analysis of submissions received on the discussion document "Equity Policies for Lifelong Education", P.O. Box 35-321, Auckland, October 1985, p 20.

6 Shallcrass, J., op cit.

7 Millar, G., "Ideology of Equality and the Education of Maori People in N.Z., Churches Education Commission, Wellington, 1982, p 2.

8 Dialogue Consultants Ltd, op cit p 28.

9 Roth, M., "Theory into Practice; The Auckland Version", W.E.A. Review vol 6 no 4 1985.

10 ICM, Social Equity in New Zealand, Inner City Mission, Wellington, 1984.

11 Kirk, A., Incomes, Wealth, Housing and Tax over the 1970s and early 1980s, Wellington, ICM, 1983.

12 Unesco, New Zealand National Commission, Working Party Report on Unesco Recommendation on the Development of Adult Education, Wellington 1980.

13 Barney, D., Who Gets to Pre-School?, Wellington, New Zealand Council for Educational Research, 1975.

14 Department of Education, "Attendance at pre-school", Research and Statistics Division Bulletin, no 14, Wellington, Department of Education, 1985 pp 2-5.

15 Lauder, H., D. Hughes and S. Taberner, Education, Class and Inequality in New Zealand, University of Canterbury, 1984.

16 Jones, J., The Effect of Socio-Economic Status on Students' Access to and Progress at the University of Auckland, Auckland, University of Auckland, 1980.

17 Boshier, R., "The participants; A clientele analysis of three New Zealand adult education institutions", Australian Journal

of Adult Education, part 1; vol X no 3 1970, pp 131-142; Part 2: vol XI no 1 1970 pp 20-44.

18 Horton, C., University Extension Participants: Their Characteristics and Attitudes, Hamilton, University of Waikato, 1976.

19 Department of Extension Studies, University of Canterbury, Adult Learning Activities in the City of Christchurch, Christchurch, Christchurch, 1975.

20 Benseman, J., "Continuing education clientele; Present realities and future possibilities", Continuing Education in New Zealand, vol 11 no 1 May 1979, pp 20-32.

21 Consedine, B., New Zealand (1984) Ltd, Four Star Books 1984.

22 Dialogue Consultants Ltd, op cit p 37.

23 Education Department, Massey University, CEIS Evaluation Project Interim Report, Palmerston North, 1984.

24 Department of Health, Community Health Initiatives Funding Scheme, Wellington, 1985.

25 Department of Education, Circular no 2, Community Education Initiatives Scheme Guidelines to Local Committees, 1982.

26 Department of Education, Interim Report on the Community Education Initiatives Scheme (CEIS), Wellington, 1984, p 6.

27 Ibid, p 29.

28 Morley, S., Interview with Ken Rae, Co-ordinator from Department of Education for Community Education Initiative Scheme, Massey University 1982.

29 Dialogue Consultants Ltd, op cit p 22.

30 Creevey, P., NCAE Report 1981.

31 Dialogue Consultants Ltd, op cit p 43.

32 Ibid p 38.

33 Ibid p 39.

34 Cant, G., submission to the Task Force on the discussion paper, November 1984.

35 Dialogue Consultants Ltd, op cit p 25.

36 Task Force on Trade Union Education, First Report of the Task Force on Trade Union Education, 1985, p 107.

37 Tobias, R., submission to the Task Force on the discussion paper, November 1984.

38 NCAE, Equity Policies for Lifelong Education; A Discussion Document About Strategies for Development, Wellington, NCAE, April 1985.

39 Pountney, C., interview in N.Z. Times, October 6, 1985.

40 NCAE, Working Party on Training of Continuing Educators, Report to NCAE, March 1977.

41 Working Party on Paid Educational Leave, Report of the Working Party on Paid Educational Leave, 1985.

42 Government Transition Education Committee, Summary Statement, Wellington, 1985.

43 Ministers of Education, Employment, and Maori Affairs, Skills for Young People; A discussion paper on transition education and training, Wellington, Government Printer, 1985.

44 Dialogue Consultants Ltd, op cit p 29.

45 Ibid p 19.

46 Averton, R. et al, "New Zealanders' Attitudes and Perceptions of Employment", Summary Report of a Research Study, Auckland, May 1985.

47 Dialogue Consultants Ltd, op cit p 30.

48 Ibid p 45.

49 Ibid p 11.

SUPPLEMENTARY REFERENCE MATERIAL

Banks, R., Christian Concepts of Community, Australia, ANZEA Publishers, 1979.

Benseman, J., Reorganising Adult Education in New Zealand - A Policy Proposal, Auckland, 1983.

Bryant, I., The Educational Needs of Long-Term Unemployed Adults - A Research Monograph, University of Glasgow, 1983.

Cervinskas, J., Organising for Health - A popular report of the study on the role of Adult Education in community involvement in primary health care, International Council for Adult Education, Toronto, 1984.

Creevey, P., and B. Fitzsimons, Training, (from Crafts council New Zealand Kitset), Wellington, 1980.

Department of Education, Briefing papers provided to Hon. C.R. Marshall, Minister of Education, July 1984.

Driver, S., Community Work Training - a Position Paper, Wellington, 1984.

Gelpi, E., "Encounters and Confrontations in Education", Scottish Journal of Adult Education, vol 6 no 3, 1984.

Gelpi, E., Positive Responses to Living Without Wages, Address to AONTAS Annual Conference, Wexford, May 1984.

Hakamaki, S., "On the Treshhold of Changes in Adult Education", Adult Education in Finland, no 1, 1984.

Harbridge, R., and D. Edwards, Industrial Relations in the Voluntary Welfare Sector, N.Z. Federation of Voluntary Welfare Organisations, Wellington, 1985.

Howlin, B., T. MacGiolla, M. O'Rourke and F. Fail, The Politics of Adult Continuing Education, Address to AONTAS Annual Conference, Wexford, May 1984.

Knowles, M., The Adult Learner; A Neglected Species, 2nd Edn, Gulf Publishing Co, Houston.

Marshall, Hon. C.R., Speech Notes:

- TIA Conference, Rotorua, Nov 1984.
- "Learning for Our Future" Conference, Wellington, Sept 1984.
- ATTI Annual Conference, Trentham, May 1985.

Millar, G., Developing a Theological Base for Education, (Impression of the 7th Asian Ecumenical Course of the Christian Conference in Asia, Oct 1982)

Nairn, R., "Obstacles to Maori Education", Issues in Education, no 8, 1984.

NCAE, Proceedings of the "Learning for Our Future" Conference, September 1984, Wellington, 1985:

- Cant, G., New Zealand in the Future World; Some Challenges to Education.
- Herbison, J., Futures Learning
- Millar, G., and C. Hopkirk, Owning an Open Worldview.

NCAE Maori Adult Education Advisory Committee, Te Reo Maori Basic Education Project, Appendix in Report to NCAE 1981.

National Council of Churches, The Figures Tell The Story, Anti-Racism Programme, Auckland, 1982.

New Zealand Labour Party, Education Policy 1984, Wellington, 1984.

New Zealand Lottery Board, General Purposes Distribution Committee, Community Facilities in Schools Scheme: Subsidies Listed by Local Government Region 1975-1984, Wellington, 1984.

Davey, J., Meeting Needs in the Community, Wellington, New Zealand Planning Council 1983.

Paulston, R.G., and G. Le Roy, "Folk Colleges and Change from Below", Other Dreams, Other Schools; Folk Colleges in Social and Ethnic Movements, University of Pittsburg, 1980.

Unesco, Unesco Recommendations on the Development of Adult Education, General Conference, Nineteenth Session, Nairobi, 1976. (reprinted from Continuing Education vol 9 no 1 May 1977)

Wyn, H., The Funding of Voluntary Welfare Organisations, Social Planning Evaluation Unit, Wellington, 1985.

8 Appendix

8.1 The Steps Taken

8.1.1 The Task Force initially met in October 1984 and produced a statement about its task which was circulated to participants who attended the "Learning for Our Future" Conference and members of the NCAE Regional Network, inviting ideas and comments on suggestions in that statement. Responses were sought in order to compile an Interim Report which was sent to the Minister of Education on 10 December 1984.

8.1.2 The Task Force met again in February 1985 to continue to review the issues raised by respondents and by the Task Force's further investigations. Work then began on preparing a public discussion document which encompassed the comments received to date and invited wider discussion on the issues of social equity, particularly in relation to lifelong learning.

8.1.3 A discussion document about strategies for development, "Equity Policies for Lifelong Education" (38), was circulated in May, and a deadline for the return of submissions set for early July. Copies were distributed to individuals and organisations. Multiple copies were sent to contacts in the NCAE regional network in order to promote wider discussion at a local level.

8.1.4 The Task Force had made every effort to write this discussion document in such a way as to draw out opinions on key definitions. For example, the suggested use of electorate boundaries proved very effective in getting a wide variety of responses to the term "community" in the written submissions:

> "As such, the electorate/representation issues are less important in their specifics ... than for the underlying ambiguities about recognition and authority which they signify" (45). "In a recent study (46) it has been suggested that the 'public' is most usefully regarded as a fictional construction, produced by the circulation of information in our society, in a way roughly analogous to the way the 'viewer' is produced by the news media." (47).

8.1.5 Members of the Task Force considered the written submissions alongside the oral responses received from meetings and individual contacts. Key themes were identified, and a decision was made to seek an independent view of the written responses. Dialogue Consultants Ltd. of Auckland was contracted (see 8.2) to analyse all written submissions, including the notes from meetings convened to consider the discussion document.

8.1.6 The written submissions reflected the value placed on the Task Force objectives. In their conclusion, Dialogue Consultants make the point that

"... it can probably safely be said that there is considerable enthusiasm amongst many New Zealanders for the overall objectives and efforts of the Task Force." (48)

8.1.7 Non-pakeha members of the Task Force consistently contributed to the clarification of bicultural and multicultural issues. As Dialogue Consultants reflected, after analysis of the submissions:

"It is little wonder for example that the 'disadvantaged' people are predominantly of minority cultures (i.e. non-pakeha). Since the dominant in-form-ation given in our educational institutions is of Pakeha derivation, the 'minority' cultures are left in a difficult, no-win situation. If they can respond to the form, then they are not just a minority culture but a bicultured minority operating at the time outside the indigenous part of their biculturalism. If they can't respond to the prescribed form, it may be precisely because they are accultured in an other, incommensurate way of life. ... The Task Force may be perpetuating disadvantage simply through the written form its communication activities appear to take".(48)

8.1.8 Oral submissions were sought over the period, not only by Task Force members but by other concerned individuals who identified with the work of the Task Force. The Task Force honoured the oral traditions of Maori and Pacific Island cultures by giving full value to all oral expressions received during the consultative process.

8.1.9 The Task Force has found the Dialogue Consultants report extremely pertinent, particularly in the development of its new funding and support policy proposals.

8.1.10 The Task Force acknowledged limitations in consultation and recognised that consultation had inherent difficulties. Dialogue Consultants report that:

"It is perhaps ironical that while some people requested a relaxation of the language level in the discussion document to make it more 'accessible', others (or in some cases the same people) were also complaining about lack of structure, lack of precision, insufficient depth of analysis (etc.) making it difficult to pinpoint areas and discuss them." (49)

8.1.11 Written and oral responses, no matter how carefully elicited, are unlikely to represent anything other than the tip of the iceberg of inequity in lifelong learning. For example, the very process of seeking submissions excludes people who do not feel at ease with reading/ writing as a means of expression. For this reason the Task Force members have involved themselves in many group discussions, to listen and learn from those people as they were expressing themselves in their own ways. The proposals recognise the complexity of these difficulties, and acknowledge the need for further, ongoing consultation with the people affected. Thus, they attempt to provide a way of linking up with the major part of the iceberg that is still submerged.

8.2 Letters from Dialogue Consultants Ltd

dialogue consultants ltd
social research for planning management and marketing
Box 99-721 Auckland 10 New Zealand Telephone (09) 478 4237

28 August 1985

University 737-815

Iain Galloway
Adult Education Advisor
Task Force on Lifelong Learning
National Council of Adult Education
P.O. Box 12 114, WELLINGTON NORTH

Dear Iain,

This is to confirm our recent 'phone conversation. Dialogue Consultants will carry out a lexicological analysis of the submissions you have received on the report **Equity Policies for Lifelong Education** as requested in your letter of 15/8/85 addressed to me. We will endeavour to meet your deadline of 20 September, at least in draft hand written form.

In order to keep costs at a minimum we will only charge for the time of one of our researchers, Ms. Amanda Rees, who will carry out the analysis and reporting. I will provide some guidance and advice as needed. This will allow us to keep the budget to a maximum of $700. It should be made clear therefore that this budget bears no relationship with our normal commercial rates. Dialogue gladly accepts this task on this non-commercial basis as a show of goodwill, because of our interest in community work and education, in recognition of the importance of the Task Force's work and of its very limited budget.

I note that you will send us the 2 submissions still missing and any relevant material regarding the context of the submissions as discussed with you previously over the 'phone.

Yours sincerely,

Louis Arnoux,
Programme Manager.

dialogue consultants ltd
social research for planning management and marketing
Box 35-321 Auckland 10 New Zealand Telephone (09) 478 4237

7 October 1985

Lifelong Learning Task Force
The National Council For Adult Education
P.O. Box 12-114
WELLINGTON NORTH

Dear People

We are enclosing three copies of the final version of our review and critical evaluation of the written submissions made to the Task Force. We trust that it will be useful to you in taking the consultative and policy-forming processes further. It is a complex subject which we have enjoyed the opportunity to work on - and learn through!

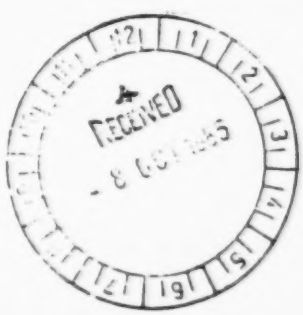
Our report places repeated emphasis on issues of communication. We are very conscious that this report is written in a formal style and using language which is the hallmark of people successful in formal "Pakeha" education systems. There are some blatant ironies here which we would like to draw your attention to. In Section 2 of the report we present an exposition of research as a process of never-finished dialogue, re-presenting in formal terms something that is intuitively obvious to many "non-educated" people. It is included for those of you who are interested in the technique of the research process we have employed. Second, we and the Task Force are endeavouring to give recognition to those people less "advantaged" by traditional education processes. Our report is probably not very "accessible" in these terms.

Perhaps an oral presentation of our main conclusions would be more in keeping with this desired sensitivity. Should you wish to make the opportunity, we are willing to translate our results in a more informal dialogue.

Yours faithfully

Amanda L Rees

Amanda L Rees
pp DIALOGUE CONSULTANTS



Advisory Council for the Community Welfare of Disabled Persons, Wellington	G & G Reid
Auckland Adult Literacy Scheme	June Matthews
Auckland Community Education Association	C/- Geoff Tune
University of Auckland Centre for Continuing Education	Noeline Alcorn
University of Auckland Stage 3 Education Class	C/- Judith McMorland
Auckland Workers Educational Association	Leslie Whiston
Authority for Advanced Vocational Awards	Brad Imrae
Brown, John , Christchurch	
Cant, Garth, University of Canterbury	
Canterbury Hospital Board, Community Mental Health Service	Colin Jamieson
University of Canterbury, Department of Extension Studies	Bernard Smythe
Cash, Michael, Wellington	
Centre for Community Initiatives, Wellington	Peter McKinlay
Cooper, Jeanette, Tauranga - Western Bay of Plenty Adult Reading Assistance Group	
Counterstroke NZ Inc, Wellington	A F Tucker
Disabled Persons Assembly	K Munro
Doyle, Stephanie, Taumarunui	
Drum, E C	
East City Community Education Unit,Auckland	Alan White
Edgewater Community Education Service, Pakuranga	Geoff Tune
Elder, Bev, Waiariki Community College, Tokoroa	
Ellis, Sue, Gisborne	
Feilding Community Centre for Continuing Education	Peter Hercott
Freyberg Memorial Community School	NigelLangston
Glendining, Danna, Martinborough	
Gray, Robin, Member of Parliament for Clutha	
Greymouth High School - Community Classes	Mrs Pat Rooney
Groot, Lyn, Rotorua	
Hartley, Ann, Auckland	
Honomai Work Groups, Hamilton	Carl Pascoe
Hutt Learning Opportunities, Lower Hutt	Bryan Lawrence
House, Sue, Thames	
Hudson, Gordon, Taranaki Polytechnic	
Hutt Regional Community Mental Health Services (Inc), Hillview Education Committee, Lower Hutt	Marlene MacDonald
Jamieson, Colin, Community Mental Health Service, Canterbury Hospital Board	
Juby, Sally, Thames	
McIndoe, Sister Leone, Clover Park Community Programme, Otara	
McKenzie, Don, Waikato Technical Institute	
Manawatu Polytechnic, Palmerston North	Mike Mason
Marlborough Community Education Service, Blenheim	Peter Kemp
Methven, Peter, Alexandra	
Millar, Graham, Churches Education Commission, Wellington	

National Library of NZ: School Library Service	Liz McLean
National Old Peoples' Welfare Council of NZ (Inc) - Ageconcern	Charles Waugh
National Research Advisory Council	Judy Whitecombe
Nelson Polytechnic	Colin Gunn, Ross Newman Mary O'Regan & Cher Williscroft
NZ Association for Continuing and Community Education, Wellington Region	Jan Blayney
NZ Association of Social Workers, Education and Training Committee	Susan Duigan Jenny Blagdon & Penny Fenwick
NZ Childcare Association	
NZ Educational Institute, Wellington	Jack Smith
NZ Federation of Voluntary Welfare Organisations	Ian Jenkin
NZ Foundation for Peace Studies	Marion Hancock
NZ Sociological Association	Joan Pitches
Northland Community College, Whangarei	Noel Harrison
Northland Urban Rural Mission, Whangarei	Emmett Devlin
Pakuranga-Howick Community Education Liaison Group, Auckland	
Paxie, Dennis, Taihape	
Penrose High School, Auckland	Jon Rogers
Pharo, Sue, Tauranga	
Royal NZ Foundation for the Blind	T L Rogerson
Scott, David, East Coast Rural Education Activities Programmes, Gisborne	
Shallcrass, Jack, Education Department, Victoria University of Wellington	
Shepherd, Robin, Kaitaia	
Steel, Roger, Waiariki Community College, Rotorua	
Somerville, Rosalie, Dunedin	
Taranaki Polytechnic	C/- Hugh Wallace
Tairawhiti Community College, Gisborne	Rosemary Middleton
Thompson, Jessie, Education Officer, Rolleston Prison, Christchurch	
Thorburn, John, Christchurch	
Thorpe, Rona, Department of Education, Christchurch	
Tobias, Robert, University of Canterbury	
Urban Training Centre for Christian Ministry (Inc)	Mirian Wood
Vocational Training Council	C M peters
Waiuku Borough Council, Community Development	Jeanette Cooper
Wanganui Regional Community College	John Scott
Willcox, Wensley, Auckland	
Women and Employment	C/- Jill Crisp
Women's Studies Association, Auckland	C/- Margot Roth

MEETINGS HELD:

1. National Organisations: at NCAE, 7 June 1985
2. Wellington ACCE: 10 June, 12.30 pm
3. National Development Group of APEID, 9 August 1985
4. NCAE-sponsored Meeting, Manukau City Council, 21 November 1984
5. Community Workers, Whangarei, 11 October, 1985
6. M Law, Trade Union Education Task Force, 7 March, 1985
7. N Scott MP and T Mallard MP, Government Transition to Work Committee, 6 March, 1985
8. B Buxton, Department of Internal Affairs, 6 March, 1985
9. S Jamieson, Department of Labour, 6 March, 1985

DEPARTMENT OF EDUCATION—*continued*

D—EXPENDITURE ITEMS—*continued*	1985-86	1984-85 Voted	1984-85 Expended
	$(000)	$(000)	$(000)
Other organisations—			
Adult Reading and Learning Assistance Federation (N.Z.)	40	7	*6*
Association of Teachers College Councils	7	8	*8*
Authority for Advanced Vocational Awards	202	188	*187*
Community Centres	66	52	*52*
Council for Advanced Technology	-	10	*10*
Country Women's Co-ordinating Committee	6	5	*5*
Federation of New Zealand Parents Centres	13	10	*10*
Friends of the Deaf Society	20	20	*18*
Maori Education Foundation	410	400	*556*
National Council of Adult Education	184	123	*128*
National Council of Catholic Parent—Teacher Organisations	1	1	*1*
New Zealand Council for Educational Research	944	850	*850*
New Zealand Federation of Deaf Children	1	1	*1*
New Zealand Free Kindergarten Union	9	8	*8*
New Zealand—Japan Exchange Programme	59	55	*55*
New Zealand Parent Teachers Associations	9	8	*8*
New Zealand School Committees Federation	42	40	*40*
New Zealand Secondary School Boards Association	28	25	*25*
New Zealand Speech Therapists Association	2	-	-
New Zealand Trades Certification Board	302	282	*282*
New Zealand—United States Education Foundation	239	227	*224*
New Zealand Workers Educational Association	6	-	*6*
Ngarimu VC Scholarship Fund	18	16	*16*
Otara Neighbourhood School Scheme	20	24	*24*
Pacific Islanders Advisory Services	63	54	*54*
Parents Association of Correspondence School	7	7	*7*

DEPARTMENT OF EDUCATION—*continued*

D—EXPENDITURE ITEMS—*continued*	1985-86	1984-85 Voted	1984-85 Expended
	$(000)	$(000)	$(000)
Polynesian and Pacific Islands Education Foundation	52	50	*47*
Queen Elizabeth II Arts Council (Performers in Schools)	50	-	-
Research projects initiated by the department	-[a]	239	*213*
Royal New Zealand Foundation for the Blind	3,665	3,325	*3,529*
Scientific and Technical Information Service	-[a]	191	*174*
Special apprentice training courses	92	92	*64*
Technical Refresher Awards	96	84	*84*
The New Zealand Film Archive	1	-	-
The New Zealand Playcentre Federation Incorporated	9	7	*7*
The Technical Institutes Association of New Zealand	25	24	*24*
Trustees of the National Library	91	85	*85*
Tutira Guthrie-Smith Outdoor Education Centre	11	10	*10*
Wairarapa Community Action Programme	274	257	*258*
Workers Educational Association District Councils	195	-	-
Workers Educational Association Trade Union Postal Education Service	30	-	*3*
	7,289	6,785	*7,078*
Grants total	446,327	393,809	*395,136*
TOTAL	1,920,110	1,727,465	1,746,868

[a]Now provided under "Operating costs" in Activity: Research.
[a]Now provided under "Personnel" and "Operating costs" in Programme VIII: National Library.

The Task Force identified where monies within Vote: Education were appropriated over the past three years. In the 1985-6 Estimates of Expenditure the following explanation appeared:

> "The appropriation enables continuing education to meet its objectives in providing for the continuing educational needs of the adult population and for specific vocational education and training in the skills and abilities needed to maintain and increase economic productivity."
>
> (Page 54)

(a) In the 1985-6 financial year the following appropriations were distributed to the formal, tertiary sectors:

Technical Institutes and Community Colleges		
General	$124,960,000	
Buildings	22,020,000	
Universities Grants		
General	$236,020,000	
Buildings	27,800,000	
Teachers Colleges - Operating Costs	$ 33,260,000	
Buildings	1,435,000	
Secondary School Extension Programmes (Wages & Capitation grants)	$ 5,622,000	
	$451,117,000	23.7%

(b) The following appropriations were made in the community education areas: (NB. These monies are largely utilised for administrative support of the various national organisations)

Adult Reading & Learning Assistance Federation	$ 40,000	
Country Women's Co-ordinating Committee	6,000	
Federation of NZ Parents Centres	13,000	
National Council of Adult Education	184,000	
NZ Workers Educational Association National Office	24,000	
Otara Neighbourhood School Scheme	20,000	
The NZ Playcentre Federation (Inc)	9,000	
Wairarapa Community Action Programme		
Salaries	73,632	
Travel & Administration	47,900	
Subsidy on locally-raised funds ($ for $)	6,000	
Workers Educational Assn District Councils		
Auckland	28,500	
West Auckland	22,000	
Taranaki	18,000	
Wellington	36,000	
Canterbury	28,500	
Otago	25,000	
Southland	19,000	
Trade Union Postal Education Service	30,000	
	$ 630,532	.03%

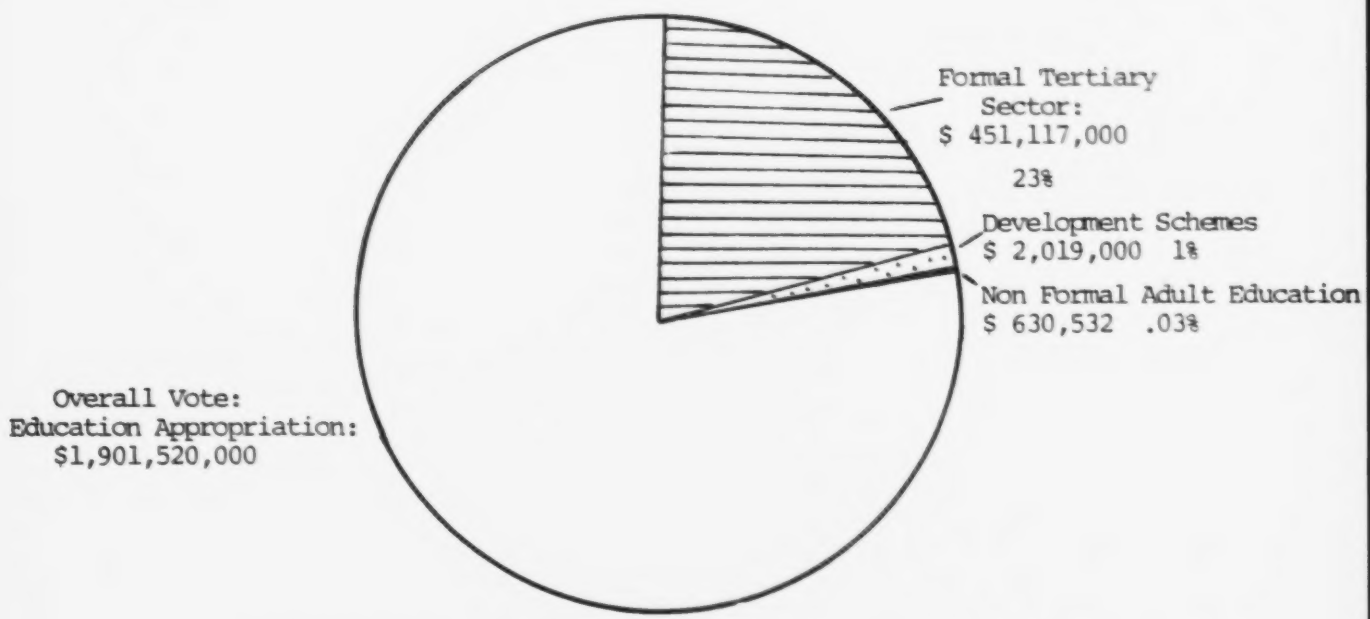
BEST COPY AVAILABLE

(c) Developmental Schemes

Community Education Initiatives Scheme (CEIS)	$ 334,000	
Rural Education Activities Programme (REAP) - Community Education Sector	573,000	
Pacific Island Advisory Services	595,000	
Community Learning Centres (13 based at schools) (includes Community Centres entry)	517,000	
	$2,019,000	1%

(d) Department of Education: Continuing Education Division -

Internal Travel	181,000	
Fees and Expenses	142,000	
	$ 323,000	.02%



PIE GRAPH OF RELATIONSHIP SHOWING PROPORTION OF EXPENDITURE IN CONTINUING AND ADULT EDUCATION WITHIN VOTE: EDUCATION, 1985 - 86

"The provision of finance within Vote:Education must recognise the significant contribution made by lifelong education to the well-being of the nation as a whole."

New Zealand Educational Institute
4 January, 1985

EDUCATION: Highest Class/Form Achieved

		Form 3 %	Form 4 %	Form 5 %	Form 6 & 6 %
1976	Maori	5.4	25.7	52.4	16.5
	Non Maori	1.2	9.4	39.1	50.3
1978	Maori	3.6	21.9	55.1	19.4
	Non Maori	0.7	6.7	39.0	53.5
1982	Maori)	Form level on leaving school:			
	Non Maori)	statistics no longer collected			

Highest Qualification

		No qualification %	School Certificate in one or more subjects or Sixth Form Certificate %	UE or Higher %
1976	Maori	68.7	25.9	5.4
	Non Maori	31.2	39.0	29.8
1978	Maori	67.1	26.0	6.9
	Non Maori	28.5	39.8	31.7
1982	Maori	64.7	27.0	8.2
	Non Maori	27.3	36.8	35.9

School Certificate Passes

1977 - 81	Maori	26 - 29%
	Non Maori	50%
1982	Maori	27.4%
	Non Maori	53.6%

Source: Department of Education

MAORI EDUCATION TARGETS (1982)

Attainments	Numbers of Maori pupils passing	Number of Maori pupils who, for their proportion in society should have passed	% Increase needed to bring Maori pass rate to the national average
University Scholarship	1	33	x 33
Bursary	94	823	x 8.7
Higher School Certificate	174	564	x 3.2
University Entrance	418	1447	x 3.5
Sixth Form Certificate	855	1164	x 1.4
School Certificate			
3 subjects	439	961	x 2.2
2 subjects	388	508	x 1.2
1 subject	577	563	x 1.0
No Attainment	5406	2992	x 0.6

Years of Attendance % leaving school in 1982

	1st Year	2nd Yr	3rd Yr	4th yr	5th yr	6th Yr
Maori	3.1	19.9	35.9	28.7	11.0	1.3
Non Maori	0.7	5.7	25.3	38.0	29.2	1.0

Source: Department of Education

8.6 Membership of the Task Force:

NCAE invited individuals to join the Task Force on the basis of their participation in the South Pacific Lifelong Learning Conference, "Learning for Our Future", and the policy-shaping seminar in September 1984. It also had regard to regional, ethnic and gender balance. The Council was concerned that a diversity of involvement and expertise in lifelong learning was included. Membership was:

Iain Galloway, Wellington
Carole Gordon, Wellington
David Guy, Hamilton
Pauline Higgins, Wellington
Fanaura Kingstone, Tokoroa
Russell Langton, Rotorua
Katherine Peet, Christchurch
John Tapiata, Wellington
Robin Williams, Wellington
Nick Zepke, Wellington